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SURVEY OF PERSONNEL POLICIES IN RELATION TO FOREIGN LANGUAGE COMPETENCES.

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THE PRINCIPLE UNITED STATES GOVERNMENT AGENCIES THAT OPERATE IN FIELDS REQUIRING FOREIGN LANGUAGE COMPETENCIES, THE U.S. MILITARY SERVICES AND SOME PRIVATE ORGANIZATIONS, WERE SURVEYED TO DETERMINE THEIR OPERATING POLICIES THAT RELATE TO PERSONNEL WITH FOREIGN LANGUAGE SKILLS. THE AGENCIES THAT HAVE THE GREATEST NEED FOR FOREIGN LANGUAGE SKILLS WITHIN THE UNITED STATES ARE THOSE PROVIDING TRANSLATIONS AND INTERPRETERS FOR CONFERENCES AND FOR FOREIGN VISITOR ESCORT DUTY. AMERICAN ACTIVITIES IN FOREIGN COUNTRIES THAT REQUIRE PERSONNEL WITH LANGUAGES SKILLS INCLUDE SUCH FUNCTIONS AS DIPLOMATIC AND COUNSULAR SERVICES, FOREIGN INFORMATION AND TECHNICAL ASSISTANCE PROGRAMS, AND BUSINESS OPERATIONS. THE POLICIES REVIEWED COVER THOSE RELATED TO (1) RECRUITMENT OF FOREIGN LANGUAGE SPEAKING PERSONNEL, (2) METHODS FOR IDENTIFYING AND EVALUATING THE LEVEL OF LANGUAGE SKILLS, (3) PROVISIONS FOR LANGUAGE TRAINING OF PERSONNEL WHO POSSESS OTHER ESSENTIAL SKILLS, (4) PROVISIONS FOR LANGUAGE TRAINING OF FAMILY MEMBERS, (5) OVERSEAS ASSIGNMENT POLICIES, AND (6) THE KINDS OF RECORDS KEPT IN RELATION TO LANGUAGE SKILLS. THE AGENCIES SURVEYED INCLUDED THE FOREIGN SERVICE OF THE DEPARTMENT OF STATE, THE DIVISION OF LANGUAGE SERVICES OF THE DEPARTMENT OF STATE, THE INTERNATIONAL COOPERATION ADMINISTRATION, THE UNITED STATES INFORMATION AGENCY, THE DEPARTMENT OF THE ARMY, THE UNITED STATES AIR FORCE, THE DEPARTMENT OF THE NAVY, THE LIBRARY OF CONGRESS, THE DEPARTMENT OF COMMERCE, THE DEPARTMENT OF AGRICULTURE, AND A NUMBER OF PRIVATE ORGANIZATIONS INCLUDING RAND CORPORATION AND THE ASIA FOUNDATION. (AL)

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SURVEY OF PERSONNEL POLICIES IN RELATION TO FOREIGN LANGUAGE COMPETENCES

This survey attempts to cover the principal government agencies operating in fields requiring foreign language competences and to provide some sort of sampling of the problems of private organizations in this field. The principal American operations requiring language competences within the United States are the obvious ones providing translations, interpreters for conferences, and for foreign visitor escort duty. All of these have increased noticeably in recent years. Judging from informal statements it would appear that the problems of finding interpreters are considerably greater than those of finding translators.

Translations can and are frequently made by contract employees who are not available for steady work. In the case of the interpreters, this function requires more or less continuous employment to achieve the higher degrees of skill.

American operations of various kinds in foreign countries involve several types of functions. First is the more or less formal representation function of our diplomatic and consular representatives. The second involves the administration of foreign information and technical assistance programs. The third involves the conduct of business operations in foreign countries. Finally, an area not covered by this report, but worth mentioning, is the important educational exchange area including problems of the teaching of English abroad.

As will be seen below, private organizations operating abroad have attempted to minimize the role of the American citizen in the foreign countries. The reasons for this are fairly obvious. Some foreign countries have laws that limit the employment of foreigners relative to the employment

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of their own citizens. Even where this is not the case the matter of maintaining good relations within the foreign country would seem to dictate the maximum use of domestic personnel. Finally, American citizens have been found to be difficult to keep stationed abroad; there is a degree of turnover, and other additional expense.

The key governmental agencies however, have moved into a period in which the requirements for American citizens abroad have been increasing rapidly. They have become quite aware of their language problems within the past four or five years. They have doubtless been aware of the problems for a longer period, but it is during this period that several agencies have taken active steps to upgrade the language competences of their foreign service personnel. This is true of even such a well established agency as the Department of State, and is particularly noticeable with newer agencies, like the United States Information Agency and the International Cooperation Administration. The Department of State has led the way in providing an outstanding training program, not only for its own personnel, but for those of other agencies, in the Foreign Service Institute. The FSI has also developed a language competence rating scale which is suitable for self-appraisals and for which they have also devised a test for verification. The rating scale has been borrowed repeatedly by other agencies and the FSI tests the employees of other agencies as well as those of the State Department when they come to Washington.

A number of government agencies are quite active in the field of attempting to screen for language competences when new employees are recruited. They have also set about making a roster of the language skills of existing employees. The Department of the Army, with respect to military personnel, is perhaps outstanding in its programs in this area. When a man enlists

in the Army he is immediately tested for any foreign language skill he may mention. Officers are handled similarly. Inventories of language skills are prepared semi-annually and are available to individuals who make assignments of both officers and enlisted personnel. Because of complications in making assignments, language skills are nearly always secondary to other qualifications that the individual or the position calls for.

Some government agencies take little or no responsibility for training individuals in foreign languages but others are quite active in this area. A number of them utilize the services of the FSI, but others, such as the Army and the Navy,have their own language training facilities. The United States Air Force provides training through academic institutions.

Most private concerns seem to utilize the services of the Berlitz organization, although the Institute for Foreign Trade at Phoenix and the colleges and universities are used by some. A developing program is taking place at Monterey where there is an attempt to provide language and area training for employees of private industry by drawing on the after-hours time of instructors at the Army Training School.

Only one government agency makes the language competences of the employee's wife a matter of official record. Although the families of overseas employees are often encouraged to study. In a number of instances private industry puts as much stress on the language competences of the family as upon those employed.

Direct monetary or other rewards for language learning do not appear either in government or private enterprise operations, with the exception of some rubber plantation overseers in the Far East. These individuals (usually not United States citizens) are given bonuses and promotions for becoming proficient in Tamil and Telugu, the language of the laborers.

The following comments are intended to summarize the principal personnel activities pertaining to language competences of the departments included in the study.

GOVERNMENTAL AGENCIES

Department of State - Foreign Service

The Department of State has in recent years been developing a vigorous program for upgrading of the language competences of its Foreign Service Officers. In relation to this effort is had developed the Foreign Service Institute which provides intensive and refresher language training in Washington. It has also developed a system of testing and recording foreign language competences. Regarding new Foreign Service Officer applicants, those who are able to pass an examination on a foreign language receive a five-point bonus. Information is also received from transcripts and other papers submitted by the applicants.

Beginning in 1956 all Foreign Service Officers submitted a self-appraisal of their foreign language skills. Currently, the annual Officer Preference Report provides an updating of this information. The Department is now in the process of verifying these estimates of ability by testing. Tests are conducted by means of structured interviews by two examiners, one a native speaker and the other an American linguist who knows the language. The two examiners jointly rate the person being tested according to six categories of efficiencies in speaking and reading. These are the same categories that officers use for purposes of rating themselves. Since the Foreign Service Institute testing procedures and the self-rating procedures are used by other agencies the official definitions for these ratings are listed herewith:

"S" Speaking Proficiency

S-0 No practical speaking proficiency.

S-1 Able to use greetings, ordinary social expressions, numbers, ask simple questions and give simple directions (sufficient for routine travel requirements).

S-2 Able to satisfy both routine social and limited office requirements.

S-3 Sufficient control of the structure and adequate vocabulary to handle representation requirements and professional discussions within a special field.

S-4 Able to use the language fluently on all levels pertinent to the Foreign Service.

S-5 Speaking proficiency equivalent to that of English.

"R" Reading Proficiency

R-0 No practical reading proficiency.

R-1 Able to read elementary graded lesson material.

R-2 Able to read intermediate graded lesson material or simple colloquial texts.

R-3 Able to read non-technical news items or technical writing in a special field.

R-4 Able to read all styles and forms of the language pertinent to the Foreign Service.

R-5 Reading proficiency equivalent to that of English.

A central record on language competences is kept on each officer. This record is revised when new information comes in. Tabulations are made periodically so that the information can be used. The Officer Selection Board gives particular attention to language proficiency and especially to progress made in improving language ability.

The Department of State feels that foreign language skills are vital to the conduct of foreign affairs. In 1957 the Department announced that

officers would be expected to attain a level of S-3 and R-3 in one of the widely used languages within five years. Learning second languages was also encouraged.

The Department of State together with a number of other organizations faces the problem of achieving a balance between under-utilization and over-utilization of language skills. This problem applies particularly to languages used in single countries and to the "hard" languages. The Department naturally feels it is desirable to rotate individuals and a policy of continuing to return officers to countries in which say Arabic is spoken, might tend to discourage the learning of Arabic since posts in those countries are less desirable than some others. With respect to a language like Thai, for example, it would probably be undesirable (although this point might be argued) for an officer to spend all of his overseas career in Thailand. These matters must, of course, be weighed in making assignments together with a number of other factors regarding the officers' career development.

Neither the Department of State nor any other government agency provides monetary or any other direct incentives to encourage language study. There is, however, a bill permitting this before the Senate at the present time.

Department of State - Division of Language Services

This Division is responsible for meeting the general language requirements of the Department of State. These cover many activities including interpreting, translating, providing escorts for foreign visitors, checking the language of diplomatic documents, etc. The Division itself employs approximately seventy interpreters and translators but also maintains a roster for meeting extraordinary workloads as they occur. The workload in this field varies enormously. The Division also serves the United States Information Agency and the International Cooperation Administration.

In 1956 the Division surveyed all personnel in the Department. Except for the Foreign Service Officers there is no routine way of updating this information. The Division also maintains information on the foreign service personnel for which USIA and ICA keep language records. Records on the personnel of the Voice of America are not available but the Division is able to receive help from the appropriate area desks in that organization from time to time. The Division also has a roster of hundreds of contract employees available for occasional or part-time work.

The Division does its own testing, and has its own grading system. Tests for translations last about two hours and interpreting about one hour. Machine listings are kept and are used consistently for locating appropriate competences both here and abroad.

International Cooperation Administration

The International Cooperation Administration has been pursuing a vigorous program of improving language competences for its personnel stationed abroad since 1958. At that time the organization asked all foreign service personnel to submit a self-appraisal of language competance on a special form designed for that purpose. The self-appraisal was based on 6 codes for the spoken language and R codes for the written language with the same definitions and ratings as those employed by the Department of State. The ICA requested these reports on wives of the officers as well as the direct employees. Self-appraisals were also submitted by GS employees late in 1959. Since July 1958 all foreign service personnel with minimum self-appraisals of S-2 or R-2 have been tested by the Foreign Service Institute. ICA expects that all self-appraisals of S-2, R-2 or higher, will have been tested by the middle of 1961.

In May 1959 tabulations were run on employees showing his S-R ratings in as many as four languages. His wife's ratings were shown in the same way. A master copy of the inventory of language skills is kept current as self-appraisals for new employees, test results and revised appraisals come in. However, the alphabetical name arrangement provides no ready array of skills according to the language.

International Cooperation Administration recognizes the importance of foreign language proficiency quite well. The agency adopted an expanded language training program as new funds became available. A number of positions abroad were identified as "language essential" and for these it was required that they receive extensive language instruction prior to arrival at the post or immediately after arrival. Of course, employees in positions not designated as language essential were urged to study the language of the host country. There were some exceptions to this policy. By pursuing this program ICA discovered some serious problems in training for "hard" languages. At least eight months of study are required to achieve an S-2 proficiency in most of these languages. As a result directors of ICA Missions were asked to keep to a minimum the number of positions designated as language essential. So many problems were encountered in administering this program that ICA in September 1959 asked for a reappraisal of possible language requirements in hard language areas. As a result the number of posts designated as language essential has been reduced and the proficiency specified is usually S-1 in the hard language areas and rarely more than S-2.

Language skill is certainly an important factor in making assignments. However, as in other organizations, technical and personal qualifications are much more important in this area. However, other factors being equal, preference will be given to persons who already have the language proficiencies

required for given posts. It is not possible in an agency like ICA to arrange rotations with a view to preserving foreign language skills. ICA's first interest is in the technical skill. If a technician does well he should not be needed in the same country after a certain period of time. It will often follow that his best contribution can therefore be made in a country having a language different from the one he has learned.

United States Information Agency

The United States Information Agency has about 1400 employees in the foreign service and about 2400 on the departmental staff under Civil Service. With certain exceptions the major problems regarding language competence relate to the foreign service.

Since 1956 the regular Form 57, used by all government agencies for persons applying for employment, has been supplemented by a self-appraisal form which follows the pattern used by the Department of State. USIA adds to this another form which provides information on the applicant's wife. In addition to a variety of personal information, this second form calls for a self-appraisal on reading, speaking and writing ability in foreign languages.

In July 1958 all foreign service employees were asked to fill out a questionnaire providing a complete preliminary listing of language competences. However, the agency proceeded as quickly as possible to a program of verifying these competences by means of tests. All officers with language proficiencies of any sort are being tested at the Foreign Service Institute when they return to Washington except those claiming proficiencies less than S-2 and R-2 in the common western European languages.

USIA adds to its general personnel record card a language card for each language claimed by the Foreign Service Officer. Tabulations are made every six months. One is arranged alphabetically by employee and shows the

ratings for each of his languages, the second is arranged alphabetically by language and lists all the officers claiming competence in the language. The third shows a listing of officers and their language competences for each post. The personnel records and the tabulations are kept current.

The IBM inventories are in constant use for screening employees for new assignments. The agency however, still expects to train individuals, especially in the "hard" languages. It has announced however, that by 1962 every Foreign Service Officer must achieve a rating of S-2 for one of the hard languages or S-3 for one of the western European languages as a condition for further promotion. Training facilities are available in Washington at the Foreign Service Institute and at various posts around the world. USIA has not as yet, made language competence an absolute requirement.

Department of the Army

The Army has no difficulty in connection with language skills for civilian personnel. There are few positions held by civilians which require foreign language proficiencies and they are usually filled by persons who only have the needed qualifications. It is rarely necessary for the Army to arrange for training of civilians, although it has occasionally done so.

Well over 10,000 U. S. citizens are employed by the Army overseas. Their indoctrination calls for emphasis on becoming acquainted with the language and the culture of the area to which they are assigned. Free training is often available at various posts overseas and is frequently made available to civilians. These civilians hardly ever need the language in their work but the Army feels that this will increase their enjoyment of their assignment and reduce dissatisfactions and turnover.

The skills needed by the Army which require language competences are mostly in security and intelligence work, as well as the military assistance

advisory groups. These positions are largely staffed by the military. Requirements for military personnel with given foreign language competences are submitted annually by Army Commands throughout the world. These requirements indicate the branch, grade, and military occupational specialty for enlisted and officer personnel. These demands are met largely through training.

The Army's policy on foreign language proficiency is that all officers should be skilled in at least one foreign language. There is no comparable policy with respect to enlisted men but off-duty training throughout the world under the U. S. Armed Forces Institute has 113,000 students. Languages are the most popular courses of study with Military Personnel.

When a man enlists in the Army, he indicates any skill in foreign languages at the time of his initial interview. If he does so, he is tested immediately, alongwith other tests given at that same time. Officers are similarly given tests on language competences at the first station of assignment. These test results are entered on the permanent record forms for both the officers and the enlisted men. Current information is now becoming available through a manditory language retesting program which has been in effect for about a year. These new tests will result in recording new proficiencies and revising the old records in accordance with current conditions.

The Army has hundreds of military occupational specialties of which four involve, by the nature of the occupation, language skills. These are: Interpreter, Interrogator, Translator, and Voice Interceptor.

Army tests provide for first, listening comprehension; and second, reading comprehension. For the first, the person being tested hears a short passage in the foreign language and checks the most appropriate one of four possible answers. or the second part, he reads a short passage and then

checks the appropriate answer. There are 60 items in each section. There is no test for speaking. Individuals are rated poor, fair, or good, on the two sections of the test. Those receiving a grade of poor score correctly 16 through 27 of the 60 questions; those rated fair score 28 through 45, correctly, and those rated good, score 46 through 60. The Army administers tests for 35 languages and additional ones are being developed. The Army has not yet decided how frequently to retest military personnel but will determine that after the present retesting program is finished. A language fluency questionnaire is filled out by Personnel Officers and submitted to headquarters for Officers and Enlisted men having test ratings of Good or Fair in either listening or reading.

Machine tabulated inventories are prepared semi-annually for Commissioned and Warrant Officers. Part I provides for listing of languages under various combinations of ability so that the first section would list the languages and the officers under each language who had scored Good in both listening and reading comprehension. Part II has, in addition, a first control by branch. It is, in effect, a series of rosters for the Artillery, Signal Corps, Engineer Corps, etc. The detail under each of these categories is the same as in Part I. Similar but somewhat different rosters are prepared for enlisted linguists. The various rosters can be used and are used in making selections for overseas positions. However, many other factors enter in. Officers must have an appropriate grade, and a health record suitable to the assignment. He must have an appropriate security profile and an appropriate dependency profile. He must, in addition, be due for overseas assignment and for assignment to a routine or hardship post. In connection with all these factors, language ability is fitted in, but it is, as noted, secondard to a number of other factors.

Because of the rotation policies of the Army, it is not likely that a language ability will be used over and over in the course of a military career. It is possible that this is the case, but in most instances, the language would be used only in one or two tours of duty. The Army is training a small group of Foreign Area Specialist Officers who will receive extensive training, possibly in a foreign university as well as in the United States. This background knowledge is expected to be used in many assignments throughout the Officer's career.

Except for the Military Occupational Specialties with language requirements, foreign language proficiency is not a factor in promotion for specialties which are, in effect language activities. Personnel are eligible for proficiency pay, as is the case with other specialties.

United States Air Force

The Air Force, like the Army, has no problem regarding foreign language skill of civilians. Such occasional requirements as do occur are met by recruiting personnel already possessing the competences. Like the Army, the Air Force makes an annual survey of requirements for military personnel with language abilities. Foreign language needs are primarily in intelligence, security services, special investigations, missions, military assistance advisory groups and the military attache program. There are a few other scattered requirements.

Language skills, in the case of enlisted personnel, are first identified at the time of his initial interview. He is given a proficiency test at that time for each language for which he claims ability. The test requires about an hour, and it is a test originally developed by the Army although not the one currently used by the Army. Adjective ratings of Fluent, Fair,

and Poor are entered in the permanent Personnel Record.

Air Force Officers are usually tested at the first base of assignment. The same tests are used for Officers as for Airmen. In addition to the adjective ratings, the permanent record for officers shows the length and dates of training in the language and where it was obtained, in addition to showing abilities to read, write, speak, or understand.

The Air Force began a comprehensive mandatory language testing and retesting program in 1956. This was to cover all military personnel who claimed language proficiency. Each command arranged for a testing of its own personnel.

The Air Force has proficiency tests for 23 languages. For other languages, interviews are arranged with qualified officers who determine the adjective ratings by their own methods. The following considerations are taken into account, however, conversation, translation, personal history, and extended study of the language if that has occurred.

The information on language competence is punched and machine listings are prepared for Officers and Enlisted men. The listings for officers are prepared semi-annually and are made in two parts. The first includes Officers graduated in language training programs under the Air Force Institute of Technology. Part 2 is made up of those qualified through language proficiency tests. Part 1 lists the Officers under each language and shows a considerable degree of personnel information. Part 2 lists the Officers according to the language in which they have the greatest proficiency. If he has a proficiency in another language, that is shown under the first listing.

Machine tabulations for enlisted personnel, are also prepared semi-annually, and are given in two parts. The first part is by language and within each language by Continental U. S. and Overseas Class. The second part

is an alphabetical listing by name. The language rosters thus developed are used in connection with assignments, but most of the overseas positions are filled from those who are interested in that land who have applied for certain assignments. Thus the linguistic files are somewhat secondary source for assigning personnel. The rosters are checked when training is requested in order to qualify an officer for a position--a post requiring language. In some cases the request for training are cancelled and the applicant with the language qualification is substituted. Of language requiring positions filled by the Air Force, it is estimated that approximately 25% already have the language and the rest are given training. Airmen are wanted for the same kinds of overseas assignments for which officers are required. Where the language is a factor, the rosters are screened but airmen need to have many other qualifications in order to be sent to these foreign areas. Airmen for Intelligence, Special Investigation, or Security Services are obtained largely through special application, and the long range requirements are very largely met through training.

Department of the Navy

Like the other military services, the Navy has very few civilian jobs which require a foreign language. Persons with the proper qualifications are recruited. Language training is occasionally provided.

Among enlisted men language proficiencies are first identified during the intake process. If a recruit knows a foreign language a language qualification card goes to the Bureau of Personnel. The proficiencies designated on this form are self-appraisals. Recruits may occasionally be assigned to a Naval enlistment code which requires a foreign language. These are ordinarily communication technicians in intelligence work.

The Bureau of Personnel maintains a file of language competences. This file is arranged by language, and within the language alphabetically by name. The program began in World War II and the file has not been updated. The Navy feels it is not getting complete coverage on new recruits and will shortly notify the classification centers to take special pains to cover this item.

Rotation cards prepared six months to one year before the end of a tour of duty include language information. These cards are used for determining the man's next assignment. A new tabulating system is being devised which will provide a roster of language abilities. The rotation card data are also tabulated.

Detailed assignments are often made from the language qualification card file. For example, during the immigration of Hungarian refugees 15 or 20 enlisted men who knew Hungarian were assigned to ships and planes bringing refugees to the United States. Most regular assignments do not require language ability. However, Spanish and Portuguese are required for some programs in South America. Even here, however, language ability is a consideration secondary to a number of other factors.

The initial application blank for officers contains a self-appraisal of language proficiency and comment on how the ability was acquired. There is no testing program to verify self-appraisals. The Navy does assign officers to work requiring language ability. Examples are translators, interpreters, intelligence officers and language officers. The language information on the original form is updated annually. The language information submitted by officers is appraised by analysts who consider such factors as amount and level of study, family background, travel and residence. This material is then tabulated and lists of qualified officers are produced as needed. These are used, of course, for selecting officers for billets requiring language skills.

The Navy also maintains files of language information for inactive officers, including those in the ready reserve and also those in the stand-by reserve.

Library of Congress

The Library of Congress employs about 2600 persons almost half of whom need some foreign language knowledge in their work. The Library uses Form 57 for new applicants and it has no official testing program for verifying the self-appraisal information on foreign language skills contained on the form. The various divisions may informally test translating ability, particularly in Russian. The Library maintains a file of Form 57s for a year or two, partly to be able to locate persons with language skills. It also maintains a file on persons available for contract work.

In August 1957 the Library undertook the establishment of an index of language skills. This index is to be used for placement purposes and to meet temporary needs for guides, interpreters and translators. The information is filed alphabetically by employee and alphabetically by language. New employees

are requested to fill out the cards when they begin work. There are no formal provisions for keeping information current. In addition to the uses noted above the Library is occasionally requested to lend a language specialist to another agency. The file is useful in this connection.

The Library feels that language training is primarily the responsibility of the employee, although free training is occasionally provided. The Library has been able to employ foreign nationals with certain restrictions. Since the number of emigres from other parts of the world is dwindling it may become necessary for the Library to take a more active interest in training. The Personnel Office of the Library would like to complete its coverage of its employees in the language file (estimated to be about 80 percent). Otherwise the Library has no plans for programs in this field. Nor does it think any are needed.

Department of Commerce

The Department of Commerce has substantial language requirements only in the Bureau of Foreign Commerce. While some of the other bureaus have a few positions requiring foreign language, they are so few as to make unnecessary any special programs for personnel records.

The Bureau of Foreign Commerce made an inventory of its language proficiencies in 1957 using a self-appraisal form similar to that of the Department of State, but using different rating categories. There is also a "career development record" which provides language information. This program is not complete and records are not available for all employees as yet. Language skills are occasionally verified by testing at the Foreign Service Institute but this is only done on motion of the employee and very few tests have been made. Language files are sometimes used to fill vacancies requiring foreign language and language information in the personnel files is taken into account in making transfers and promotions.

Department of Agriculture

The Department of Agriculture has foreign language requirements in the Agricultural Research Service, the Library and the Foreign Agriculture Service. The Library does some translating but knowledge of a foreign language is a requirement for librarians and the Library has been able to recruit those pfo-ficiencies it needs. The Agricultural Research Service is primarily inter-ested in technical research abilities. Of course scientists with doctoral degrees know one or more foreign languages to begin with. Two employees are currently studying Russian.

The Agricultural Research Service has a number of persons overseas in connection with Public Law 480. Here again the technical knowledge is of primary importance although employees stationed abroad are expected to learn the language of their area.

Beginning in 1954 the Department of Agriculture has had an agricultural attache program. Employees are expected to make a career of foreign service. In 1959 the FAS made a self-evaluation inventory of language skills. Verifi-cation is now provided through tests at the Foreign Service Institute given when employees return to Washington or before leaving for an overseas assign-ment.

The program of training and testing is less than six months old. The D partment will train individuals where feasible up to a proficiency level of S-2, R-2. Employees are urged to continue study until an S-3, R-3 level is achieved. The Department's policy on foreign languages is to urge employees to learn appropriate languages and to take progress into account in making promotions. Employees are supposed to be responsible for maintaining their skills once they are achieved.

Private Organizations

Private organizations operating abroad typically employ only a few Americans and rely heavily on the development of indigenous workers and also management of staff. One of the most striking examples of this practice is a major construction firm which operates in countries all over the world constructing dams, power plants, pipelines, oil refineries, and the like. This firm has only about 3500 permanent employees; the employment on any one of its projects will reach many tens of thousands. As a result this firm, as well as other American firms, has very limited language training requirements. Since the projects undertaken by this firm may occur almost anywhere it is difficult for it to anticipate its language problems.

Another firm specializing in the production, manufacturing and distribution of rubber products has some 18,000 employees in the manufacturing and distribution operations outside the United States. Of these only 300 to 400 are Americans. This company actually conducts courses in French and Spanish in its New York office. For other languages the facilities of the Berlitz School are used. In its Far Eastern plantation operations, which are conducted in Malaya and Indonesia, the American employees comprise only a small fraction even of the management staff. In indonesia, American employees must learn the language. Not only are their day to day business contacts with Indonesians but American personnel maintain social relations with their colleagues in the company. The American women must also learn Indonesian in order to manage their homes. In the past, educated Indonesians learned Dutch. Few speak English.

A large Pharmaceutical firm has carried decentralization to the point of operating a series of autonomous regional offices throughout the world. These offices are in charge of operations in a number of countries and contain

some American staff members. They also contain a number of individuals from the host country. Within each country is which the company has operations a management staff is developed which is eventually expected to be made up wholly of Nationals of the host country. Of course the extent to which this has been accomplished varied depending on the length of time operations have been conducted in the country and the average level of education and management experience in the country.

An international soft drink company has also developed a system of regional offices but has so few Americans overseas that there are almost no problems of language development. This company has found that Americans can be recruited who have already learned languages either in school or from residence abroad.

As might be expected private firms have not developed any elaborate methods of record keeping or testing of language proficiencies. One exception is a company operating in Latin America which made arrangements for training employees newly arrived in the foreign post at a local school. At the end of an intensive course the students are given a grade and are encouraged to continue to improve their language competence through self-study or private tutoring. A year later the company tests these individuals again.

The Rand Corporation

This Corporation is a research organization employing about 900 individuals of whom half are professionals. The Corporation actively encourages advanced education on the part of the employees. If he takes a graduate course leading to an advanced degree or related to specific interests of the Corporation, he will receive 100 per cent reimbursement for books and tuition when he completes the course. Fifty-nine employees have been reimbursed for courses taken in 1959. The Corporation also has a plan to assist with full-

time graduate study in areas important to the Corporation.

Language requirements usually involve translation, although occasionally the employees need to learn languages for travel. The most important languages are Russian, German, Chinese, Japanese and French.

Because of the high level of education of the staff a considerable number of staff members know languages. This Corporation keeps a Kardex file of language self-appraisals and an annual updating of this information is planned. A tabulation of these skills is available.

The Asia Foundation

The Asia Foundation is a private non-profit foundation working to organize educational, cultural, scientific and social activities in Asia through private organizations. The free world countries from Japan and the Philippines to Afghanistan are included in this program. The organization employs about 130 people, half of whom are abroad. In most cases no attempt is made to recruit prople already having the language competence with the execption of Japan and the Philippines. Even in these countries, however, other abilities are considered more important. These are adaptability, organizing skill and some specific skills like radio work, publishing, student services, etc. People recruited for foreign assignment spend sometime in the headquarters on general indoctrination but does not normally study the language until he arrives at his post. The Foundation pays all expenses for language study but the staff member and his wife at the post.

The organization attracts people who are interested in Asia and a recent survey showed that 113 of their employees had studied one or more foreign languages and 57 had knowledge of Asian languages.

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